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Second country cooperation framework for Jamaica (2002-2006)

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Introduction

1. The second country cooperation framework (CCF) for Jamaica (2002-2006) is the result of a collaborative process, involving the Government, civil society, United Nations system organizations and other development partners. It is based on the priorities identified by the Government and has taken into account the results of the review of the first CCF (1997-2001). The programmes to be undertaken were selected because they build on previous programmes and their potential for significant and sustainable results over the period 2002-2006.

I. Development situation from a sustainable human development perspective[1]

2. Jamaica's small, open economy is mainly service-oriented, heavily dependent on tourism. In 1999, the services sector generated 58 per cent of the gross domestic product (GDP), while the goods-producing sectors, principally bauxite mining, agriculture (particularly bananas and sugar) and light manufacturing accounted for 42 per cent of GDP. The rapidly changing international economic environment has a strong influence on developments in the Jamaican economy. The domestic economy has experienced consistently low or negative growth over the last three decades, a major financial crisis during the mid 1990s and, currently, a heavy debt burden, especially internal debt. Notwithstanding, 0.8 per cent growth was registered in the last fiscal year and, although interest rates remain high, inflation has stabilized, at 5.6 per cent in 2000. Also, despite the low level of economic growth, unemployment has remained stable, registering at 15.5 per cent in 2000, possibly attributable to factors such as a thriving informal sector and high levels of remittances flowing into the island.

3. In the *Human Development Report* 2000, Jamaica ranked 83 on the human development index, placing it in the category of medium human development. According to official statistics, the rate of literacy is 75.9 per cent and life expectancy stands at 72 years, both remaining constant over the last decade, while infant mortality is 24.5 per 1,000 live births. Although 16.5 per cent of the national budget is allotted to education, the system still struggles to improve performance, service and infrastructure, and to retain the more qualified and experienced teachers. Basic public health facilities are readily available to most Jamaicans, but other health concerns persist. Substance abuse and crime, teenage pregnancy, hypertension, diabetes and respiratory infections, sexually transmitted diseases and traumatic injuries are sources of major health concern. Of even greater concern is the increase in the rate of HIV/AIDS infection, which stood at 196.1 per 100,000 persons in 2000, and which is increasing more rapidly among women than among men, especially among adolescent females.

4. The indices of poverty still remain a concern, particularly for those persons without a secondary school education (89 per cent), women (66 per cent), rural dwellers (64 per cent) and youth (19 per cent), as these groups are considered to be among the most vulnerable to poverty. However, poverty eradication is being addressed through the National Poverty Eradication Programme, articulated in 1996, in keeping with commitments made at the 1995 World Summit for Social Development. Commendably, the incidence of poverty declined from a high of 28.2 per cent in 1993 to just under 17 per cent in 1999.

5. With respect to gender, while more women than men reach high levels of educational attainment, women still face unequal economic opportunity and political representation, and are the main victims of domestic violence and rape. Increasing concerns about the marginalization of males in the society further complicates the gender equation.

6. Regarding governance, Jamaica has functioned as a stable parliamentary democracy, boasting a strong legal and institutional framework and an entrenched system of public administration, virtually unchanged

[1] The data provided in this section is taken from the Common Country Assessment (CCA), the *Economic and Social Survey of Jamaica (2000)*, the *Jamaica Survey of Living Conditions Report 1999*, the National Poverty Eradication Programme and the World Bank Country Assistance Strategy 2000.

since its independence in 1962. In the last decade, however, there has been increasing public demand for constitutional change and local government reform, improvement in the administration of justice and reform of the public sector, in order to achieve increased efficiency, transparency, and accountability. Together with the urgent need to reduce the high incidence of crime and violence and improve law and order and human security, the above-mentioned issues rank high among the Government's priorities.

7. In the area of environment, concerns revolve around the pollution of surface and ground water, the degradation of watersheds and soil, air pollution, deforestation and the loss of biodiversity. The rapid expansion of tourism, heavy dependence on fossil fuels for energy generation, ongoing mining and poor agricultural practices have placed severe pressures on the island's natural resources. Environmental protection has therefore become more of a national priority over the last decade.

8. In summary, the country faces serious challenges to providing adequate social services for the population, as well as to maintaining and improving existing infrastructure, governance and general living conditions. The achievement of macroeconomic growth is central to the country's development priorities at this stage. There is urgent need to strengthen the participation of the population as a whole so that they can contribute to and share the benefits of growth as a means of reducing poverty and improving overall standards of living.

II. Results and lessons of past cooperation

9. The first CCF for Jamaica (1997-2001) sought to address three programme areas: (a) poverty eradication; (b) improved governance - modernization of the public sector; and (c) modernization of the productive sector. However, interventions in the latter programme area focused progressively on the small- and micro-enterprise sector and were therefore brought under the poverty eradication programme area for greater synergy and impact. Environmental management and protection and gender were routinely mainstreamed during implementation of programmes under the CCF. However, in response to emerging national concerns, separate project interventions in environmental management and protection were supported during implementation of the CCF, as outlined below. In each of the programme areas, UNDP made an important contribution to the overall sustainable human development situation in Jamaica. Nevertheless, resource constraints, coupled with delays in project formulation, approval and implementation, limited the scale and impact of the programme. In many cases, the real impact is only now being realized. During the period covered by the first CCF, UNDP maintained a strong advocacy role on a number of issues related to poverty eradication and improved governance for sustainable human development.

A. Poverty eradication

10. UNDP representation on the Poverty Advisory Board of the National Poverty Eradication Programme demonstrated the organization's direct involvement in policy direction. The publication of the first *National Human Development Report (2000)* and its adjunct publication, "The Construction of Gender Development Indicators for Jamaica", widened national debate on issues of equity and human poverty, including its gender dimensions. These publications are useful tools in monitoring progress in poverty eradication and gender equity issues, as well as in focusing the Government's policies in these areas. Through a preparatory assistance project, UNDP supported community empowerment activities and was instrumental in building the capacity of the Social Development Commission to spearhead an integrated and participatory community development process, thereby ensuring increased dialogue between the community and the elected directorate. UNDP support to the secretariat of the National Poverty Eradication Programme, the Programme Co-ordinating and Monitoring Unit, also led to increased capacity in that institution to monitor the impact of national poverty eradication efforts.

11. With assistance from the Government of Japan, special attention was paid to poor and marginalized women in the small-business sector, through the Women in Micro-enterprise Development Project, which

provided training in business management to over 100 women. Access to information and communications technologies and sustainable development information has improved at the community level, through the establishment of the Jamaica Sustainable Development Networking Programme. In the area of small-business development, one outcome of collaboration between the Government and UNDP and the United Nations Industrial Development Organization was the creation of the Jamaica Small Business Development Centre, whose specific mandate is to strengthen the development of small and medium enterprises nationally. Indications are that interventions at the policy level can have an impact on creating an environment that is conducive to small-business development. UNDP will direct its attention towards the formulation of specific policies in this area.

B. Improved governance – modernization of the public sector

12. UNDP supported the improvement of the policy-making, coordination and monitoring capacity of key government agencies and helped to strengthen national and local capacity to undertake and effectively manage local government reform. Thirteen Parish Councils benefited under the Preparatory Assistance to the Parish Infrastructure Development Project initiated by UNDP. The emphasis on capacity development and community participation was instrumental in ensuring sustainability of reform efforts and in improving the managerial and technical capability of local government personnel. Under the Project, partnerships were forged with local governments, the Inter-American Development Bank (IDB) and the Canadian Agency for International Development, which provided financial assistance for the development of the project. Additionally, the project laid the foundation for the Government to acquire a loan of over $30 million from IDB for strengthening local government and community empowerment.

13. UNDP also provided training for public officials, in an effort to build capacity for monitoring, and resolving and reporting incidents of violence against women and girls at both national and local levels. Participants included officials in the justice system, other public servants, adolescents and the media. In addition, a general public sensitization programme on gender-based violence was conducted. This initiative enabled UNDP to strengthen partnerships with a number of non-governmental organizations (NGOs), relevant government entities and the Governments of Canada and the Netherlands. Likewise, through the Local Initiative for the Environment (LIFE) Programme, several initiatives for community development and community participatory planning were developed.

C. Environmental management and protection

14. Interventions in environmental management and protection have led to significant improvement in watershed management, through community-based committees and the elaboration of a National Watershed Management Green Paper. Training in strategic planning and management skills was provided to NGOs working in the area of forestry management. UNDP supported two Global Environment Facility-funded projects that helped Jamaica to fulfil its commitments under the United Nations Convention on Biodiversity and the United Nations Framework Convention on Climate Change (UNFCCC). Activities in these two areas have resulted in the completion of a National Biodiversity Strategy and Action Plan, and the completion and submission of Jamaica's first National Communication under the UNFCCC to the Fourth Conference of the Parties. UNDP also supported the preparation of a proposal for a policy framework for managing plastic packaging materials and hazardous waste.

D. Review of the first country cooperation framework

15. The mid-term review of the period covered by the first CCF, conducted in September 2000, revealed that, despite the moderate involvement of UNDP in national development efforts, the programme's focus on the areas of poverty, the environment and governance remained relevant. However, greater synergy between these areas is required, in order to achieve sustained impact. With respect to the United Nations country team coordination, greater collaboration had been achieved through the various thematic groups constituted in the areas of poverty, governance, the environment and HIV/AIDS. In addition, the team was successful in producing the first CCA, and plans were advanced for the production

of the first United Nations Development Assistance Framework for Jamaica.

16. The national execution modality was the main mechanism for delivering UNDP assistance and contributed greatly to building capacity. However, more training is required and execution functions need to be delegated further to beneficiary partners, provided that standards for execution are not compromised. At the same time, a wider range of partners needs to be utilized in the execution and implementation of projects.

17. The dramatic fall in the level of resources available for programming has severely affected the scope and reach of UNDP cooperation. In addition to current resource mobilization efforts, enhancing the efficiency of the use of resources by improving capacity, both internally and externally, and seeking opportunities for joint initiatives with other development partners are important elements of a strategy for attracting more resources. Increased focus is also required to align the work of the country office with the corporate policy framework.

III. Objectives, programme areas and expected results

A. Strategy

18. The Government of Jamaica faces several development challenges, particularly in its efforts to eradicate poverty, create employment, improve human security, accelerate macroeconomic growth and reduce existing threats to the natural environment. The Government has also expressed its commitment to improving the channels of communication with the population of the country and the mechanisms for local participation in national decision-making processes, and continues to seek support from the international donor community to address these challenges.

19. Traditionally, UNDP has made a significant contribution to the Government's ongoing development efforts. The mid-term review confirmed that the organization's interventions have been relevant and appropriate to the country's development context and should be maintained. However, it also noted that the overall effectiveness of the programme would be improved with greater focus and increased resources. Continued government cooperation and improved capacity within UNDP to mobilize non-core resources are critical determinants of the success of future programmes.

20. Against this backdrop, three areas of focus have been determined for the second CCF, namely: (a) poverty eradication, (b) improved governance, and (c) environment and energy. These areas are consistent with both the Government's current development priorities and the themes identified in the previous CCF, which will allow UNDP to capitalize on lessons learned and to build on advances made. Emphasis will be placed on activities that have the potential to affect future policies.

B. Programme areas

Poverty eradication

21. The Government has made some progress in its efforts to eradicate poverty, as reflected in the decreasing number of persons living below the poverty line in recent years. The Government recognizes, however, that much remains to be done, given the potentially negative implications of a protracted economic recession on the quality of life of the population, particularly the poor.

22. UNDP will seek to follow-up on current efforts to build capacity for productive employment generation and sustainable livelihoods in the small-scale enterprise sector. This will be achieved through two pilot community projects, aimed at demonstrating a methodology for community self-reliance through micro enterprises. The objective of these projects is to increase understanding of the major constraints faced by micro and small enterprises, including those relating to legal, regulatory and administrative procedures. The ultimate objective of this intervention is to articulate, for government consideration, a strategy that promotes an environment supportive of the development of the small- and medium-enterprise sector.

23. Support will also be provided towards improving national capacity to monitor human development, with a particular focus on its gender and poverty dimensions, through the flagship *National Human Development Report* and its complementary publications. These publications will serve the purpose of guiding policy options, focusing national attention and mobilizing resources for continued activities geared towards reducing poverty and improving overall human development in Jamaica.

Governance

24. Making a contribution to the achievement of good governance remains one of the principal UNDP instruments in promoting sustainable human development. Attention will be given to enhancing efficiency and accountability in public sector entities, with particular focus on the justice sector. In this regard, UNDP will support capacity-building in key institutions, such as the Planning Institute of Jamaica, the Office of the Public Defender, the Jamaica Constabulary Force and the Ministry of National Security and Justice. UNDP will also support the Government's efforts to build the capacity of civil society to play a more significant role in public sector reform.

25. Efforts will also be directed towards increasing public awareness of issues of governance, and enhancing consensus-building and participation in national decision-making. Towards this end, UNDP will provide support to organizations involved in the promotion of participatory methodologies and social dialogue. It is expected that this approach will lead to a reduction in the institutional and cultural barriers to participation and will improve access to national decision-making by the poor and other vulnerable groups. Models of citizen participation such as those used in the LIFE Programme will be emphasised.

26. In the area of human security, UNDP will contribute to the Government's efforts to strengthen governance at the community level and will support activities that promote a culture of non-violence. Efforts will be dedicated to improving access to governance institutions at the community level by strengthening their capacity for service delivery, thereby reducing the institutional and cultural barriers that impact negatively on the provision of these services to the poor and other vulnerable groups. With respect to the promotion of a culture of non-violence, activities will include institutional support to organizations involved in the promotion of alternative dispute resolution approaches and those that provide access to legal aid. These interventions will be undertaken in collaboration with other development partners, such as the Canadian International Development Agency, the United Nations Children's Fund, IDB and other United Nations agencies currently engaged in projects of a similar nature.

Environment and energy

27. National efforts to ensure a development path that is sustainable, in the sense that there are synergies between economic, social and environmental dimensions, will continue to be an important area of UNDP support to the country. UNDP assistance in this area will complement the efforts of other donors and international organizations and will seek to promote sustainable approaches to natural resources management and the use of alternative (i.e., renewable) sources of energy in support of economic growth and to improve the livelihoods of the poor, especially in rural areas. UNDP cooperation will also seek to reduce the country's vulnerability to natural disasters through two disaster management projects.

28. Another element of the UNDP programme in the area of environment and energy is to build internal capacity for implementing national programmes and for aligning national priorities with global commitments on biodiversity, climate change and sustainable energy. Specifically, UNDP support is expected to assist the country in implementing the recently developed climate change and biodiversity action plans, particularly in those provisions with a direct effect on the protection of the asset base of the poor. The programme will also seek to successfully implement and complete at least one experimental initiative with a renewable source of energy (solar, wind or biomass) and put in place schemes to prevent or mitigate the increased vulnerability of the environment to climate change.

C. Expected results

Poverty eradication

29. UNDP assistance will lead to significantly increased capacity at two levels: at the policy level, the articulation of a national strategy and action plan to strengthen and promote the small-enterprise sector; and at the community level, an increase in the number of micro enterprises.

Governance

30. It is expected that UNDP support will yield results in the following areas: (a) improved capacity of key institutions to formulate policies and introduce policy dialogue as a means of ensuring wider participation; (b) increased public awareness of issues of governance and wider citizen participation in decision-making at the local and national levels; and (c) improved service delivery of organizations operating at the national and community levels, with a special focus on access to the justice and legal systems by vulnerable groups.

Environment

31. The expected results in this area are the formulation and implementation of national strategies and action plans for the sustainable management of climate change, enhanced biodiversity conservation and the protection and adoption of alternative sustainable sources energy, and a national mitigation strategy to strengthen local and national disaster management.

IV. Management arrangements

A. Programme management

32. During the period covered by the second CCF, national execution will continue to be the preferred modality for project implementation. However, efforts will be made to expand the delegation of responsibilities for execution to line ministries and autonomous entities. NGOs and other institutions of civil society will also be considered as national executing agencies, in areas in which they have a proven comparative advantage. This modality will follow standard capacity assessment and selection procedures.

33. The utilization of the volunteer modality for the delivery of technical cooperation during the period of the second CCF will be continued as in the past. The use of national United Nations Volunteers is expected to increase. The possibility of accessing other volunteer modalities through private sector partnerships, such as the recently successful United Nations Short-Term Advisory Resources/Kraft Foods pilot project in Jamaica and Transfer of Knowledge through Expatriate Nationals, will be explored.

34. As the government institution mandated with the responsibility for coordinating technical cooperation and ensuring the timely implementation of projects, the Planning Institute of Jamaica will be involved in all aspects of programme development, including participating in project formulation, overseeing and backstopping project implementation, monitoring progress towards stated objectives and evaluating programme results and outcomes. The Planning Institute of Jamaica will also assume full execution responsibilities in those cases where it is found to be the most appropriate option.

B. Monitoring, review and reporting

35. Programme monitoring is the joint responsibility of UNDP and the Government, through the Planning Institute of Jamaica. The process provides both with timely indications of design and implementation deficiencies and shortfalls, and allows for timely and appropriate corrective actions towards the achievement of stated expected results. UNDP has adopted a results-based management system, which will enable both the Government of Jamaica and UNDP to periodically perform the monitoring function. As has been the practice in the past, quarterly meetings will be held with the Planning Institute of Jamaica to review programme matters and analyse progress, using the results-based management system tools. At these meetings, the overall

financial status of the programme with respect to commitments, expenditures and available resources will also be reviewed. Other government institutions and stakeholders will participate as appropriate.

36. The adoption of the results-based management system has shifted the evaluation focus towards the achievement of expected results at the programme level. Therefore, the objective assessment of the performance and success of the programme will also be jointly conducted by Planning Institute of Jamaica and UNDP, using the results-oriented annual report. A comprehensive country review, looking at all aspects of Government/UNDP cooperation, will be carried out at the end of the period covered by the second CCF.

37. At the project level, the Planning Institute of Jamaica and UNDP staff will interact regularly to review expenditures and adjust the budgets as required. Annual audits will be conducted on individual projects, to ensure compliance with Government/UNDP guidelines, rules and regulations, as well as to ensure sound management practices and strengthen accountability mechanisms.

C. Resource mobilization

38. In light of the decline in UNDP core resources and in official development assistance, UNDP will continue to work in partnership with the Government to ensure the mobilization of the level of resources required to execute the second CCF. UNDP will also continue to identify and tap into traditional and non-traditional sources of funding, including bilateral donors, thematic trust funds and international foundations, the private sector and other groups.

Annex

Resource mobilization target table for Jamaica (2002-2006)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	625	
TRAC 1.1.1	448	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	70	
SPPD/STS	40	
Subtotal	**1 183**[a]	
UNDP other resources		
Government cost-sharing	576	
Funds, trust funds and other	2 675	
	Of which:	
GEF	2 055	
DIPECHO	100	
Japanese Human Resource Fund	400	
Emergency Response Division Trust Fund	120	
Subtotal	**3 251**	
Grand total	**4 434**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; DIPECHO = European Community Humanitarian Office Disaster Preparedness Programme; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core.